

CHAPTER 1

PURPOSE AND NEED FOR THIS DOCUMENT

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1.A. Introduction and Description of the Planning Area

“In order to preserve the nationally significant biological, cultural, recreational, geological, educational and scientific values found in the Santa Rosa and San Jacinto Mountains and to secure now and for future generations the opportunity to experience and enjoy the magnificent vistas, wildlife, landforms and natural and cultural resources of these mountains and to recreate therein, there is hereby designated the Santa Rosa and San Jacinto National Monument.”

The Santa Rosa and San Jacinto Mountains National Monument Act of 2000 Section 2 (b)
Establishment and Purpose

Congresswoman Mary Bono introduced legislation (H.R. 3676) to the 106th Congress for the establishment of the Santa Rosa and San Jacinto Mountains National Monument (National Monument). A companion bill (S. 2784) was introduced in the Senate by Senator Dianne Feinstein. The passage of this legislation and the signing into law by President Clinton on October 24, 2000 created a 271,400 acre National Monument (Appendix A). The National Monument encompasses 89,500 acres of United States Department of Interior Bureau of Land Management (BLM) lands, 65,000 acres of United States Department of Agriculture, Forest Service (Forest Service) lands, 19,800 acres of Agua Caliente Band of Cahuilla Indians lands, 12,900 acres of California Department of Parks and Recreation lands, 28,900 acres of California Department of Fish and Game lands, 7,500 acres of other State of California agencies lands, and 38,500 acres of private land (Figure 3).

This bipartisan legislation established the first congressionally designated National Monument and the first monument to be jointly managed by the BLM and the Forest Service. The Santa Rosa and San Jacinto Mountains National Monument Act of 2000 (Public Law 106-351), hereinafter referred to as the National Monument Act of 2000, affects only Federal lands and Federal interests located within the established boundaries. The BLM and the Forest Service will jointly manage Federal lands in the National Monument in consultation and cooperation with the Agua Caliente Band of Cahuilla Indians, other Federal agencies, State agencies and local governments to protect the National Monument’s biological, cultural, recreational, geological, educational, scientific, and scenic values.

The Santa Rosa and San Jacinto Mountains National Monument is located in Southern California, approximately 100 miles east of Los Angeles (Figure 1). The National Monument has a dramatic landscape rising abruptly from near sea level in the valley to the San Jacinto Peak at 10,834 feet. Five distinct “life zones,” from Sonoran Desert to Arctic Alpine provide exceptionally diverse biological resources. The National Monument runs northwest to southeast along the edge of the Coachella Valley, a broad, low elevation valley comprising the westernmost limits of the Sonoran Desert. Nine cities, (Palm Springs, Cathedral City, Rancho Mirage, Indian Wells, Palm Desert, La Quinta, Indio, Coachella and Desert Hot Springs) lie within this valley--an area of rapid growth and increasing urbanization. As noted in the Act, the National Monument provides a “picturesque backdrop” and an abundance of recreational opportunities that are important regional economic resources for the Coachella Valley and mountain communities.

The BLM's portion of the National Monument, 89,500 acres in total, occurs at elevations from near sea level to roughly 6,000 feet. Vegetation ranges from creosote and desert flora to chaparral. This portion of the National Monument interfaces with several communities in the Coachella Valley, including Palm Springs, Cathedral City, Rancho Mirage, Palm Desert, Indian Wells, and La Quinta.

The Forest Service manages 65,000 acres within the National Monument. This land ranges in elevation from 2,000 feet to 9,000 feet. Vegetation ranges from chaparral to mixed conifer, with moderate to steep slopes and deeply dissected canyons. Access to Forest Service lands can be obtained via State Highway 243 from Banning and State Highway 74 from Hemet and Palm Desert. Forest Service lands interface with the communities of Pine Cove, Idyllwild, Mountain Center, and the Pinyon community.

The total planning area encompasses approximately 271,400 acres. The National Monument planning decisions will only affect Federal lands as described above. However, the management of the National Monument will be a cooperative effort that encourages collaboration between the BLM, Forest Service, other Federal and State agencies, and Tribal and local governments.

1.B. Purpose and Need for this Plan

The National Monument Act of 2000 requires BLM and the Forest Service to complete a National Monument Management Plan (Management Plan) by October 24, 2003, that establishes strategies to fulfill the following needs:

- 1) Preserve the national significant biological cultural, recreational, geological, educational and scientific values found in the Santa Rosa and San Jacinto Mountains National Monument;
- 2) Secure now and for future generations, the opportunity to experience and enjoy the magnificent vistas, wildlife land forms, and natural and cultural resources, and to recreate therein,
- 3) to manage the National Monument in coordination, cooperation and consultation with private interests, the local advisory committee, with Federal, Tribal, State, and local government agencies, and with interested owners of private property and holders of valid existing rights within the National Monument boundary; and
- 4) Coordinate BLM and Forest Service management activities across jurisdictional boundaries.

The National Monument is comprised of Federal lands subject to prior congressional designations for which land management plan revisions have recently been completed (BLM) or are in progress (Forest Service). These other planning processes are to be considered in the National Monument Management Plan to ensure consistent resource allocation decisions. Towards that end, the Management Plan will serve as a bridge linking the separate BLM and Forest Service Planning processes, and will focus only on issues not addressed by the recently completed amendment or plans in progress as described below.

The portion of the National Monument administered by the Forest Service is part of the San Bernardino National Forest, established in 1927 by Act of Congress. The Forest Service is currently revising a Land and Resource Management Plan (LRMP) for the San Bernardino National Forest (SBNF), prepared under authority of the Forest and Rangeland Renewable Resources Planning Act of 1974 and the National Forest Management Act of 1976. The revised LRMP will supercede the existing Land and Resource Management Plan completed in 1989. The National Monument Management Plan will serve as an operational guide tiered to the approved Land and Resource Management Plan.

The portion of the National Monument administered by the BLM is also part of the California Desert Conservation Area, established through the Federal Land Policy and Management Act of 1976 (FLPMA). For BLM-administered lands, the National Monument Management Plan will serve as both a Resource Management Plan (RMP; prepared in accordance with Section 202 of FLPMA and associated BLM policies) and an implementation level plan (prepared in accordance with BLM Land Use Planning Handbook H-1610-1). On December 27, 2002, BLM approved the California Desert Conservation Area (CDCA) Plan Amendment for the Coachella Valley, which addresses BLM lands within the National Monument. For the purposes of this National Monument RMP, those recently approved decisions will be brought forward unchanged into this National Monument Plan, and will not be reevaluated.

The Federal lands within the National Monument are also part of a multi-jurisdictional planning effort, led by the Coachella Valley Association of Governments. Upon completion, the Coachella Valley Multiple Species Habitat Conservation Plan (CVMSHCP) will establish a reserve system and conservation strategy for State and Federally listed species; local jurisdictions will obtain State and Federal “take” permits, facilitating urban development outside the reserve system. The BLM and Forest Service have made a commitment to the local jurisdictions to be partners in support of the CVMSHCP. The National Monument Management Plan is to be consistent with that commitment and subsequent agreements made through the CVMSHCP.

The purpose of this Management Plan is to fulfill the aforementioned needs by establish a comprehensive interagency approach to land and resource management within the Santa Rosa and San Jacinto Mountains National Monument and to provide a mechanism for communication, consultation, and coordination of activities.

1.C. How This Plan Was Developed and How You Can Contribute

1.C.1. Background

The management of the Santa Rosa and San Jacinto Mountains National Monument is an important priority for the Coachella Valley and mountain communities as well as for the BLM and Forest Service. The Secretary of the U.S. Department of the Interior and the Secretary of the U.S. Department of Agriculture expect the BLM and the Forest Service to provide seamless service to the public in their management of the National Monument. Preparation of a joint agency National Monument Management Plan provides a venue for both agencies to work together toward this common goal.

The Santa Rosa and San Jacinto Mountains National Monument Act of 2000 mandates that the BLM and Forest Service work together to “complete a management plan for the conservation and protection of the National Monument no later than three years after the

date of the enactment of the National Monument legislation.” BLM’s Instruction Memorandum No. 2001-022 requires that a separate, or “stand-alone,” Management Plan be prepared for each BLM-managed National Monument and National Conservation Area. A Memorandum of Understanding (MOU) between the Forest Service and the BLM outlines management responsibilities between the two agencies throughout the planning process and identifies the use of BLM Planning Regulations to complete the Management Plan (Appendix J). The target date for completion of this Management Plan is October 24, 2003.

This Management Plan will ensure consistency, to the legal extent possible, with the Coachella Valley Multiple Species Habitat Conservation Plan (described below) and any agreements that BLM and the Forest Service have with their National Monument partners. The Plan will address and integrate BLM and Forest Service resource and land management plans related to the National Monument.

This Management Plan is subject to approval by the California State Director of BLM and the Regional Forester for Region 5 of the Forest Service with concurrence by Washington, D.C. Office (WO) representatives to ensure the appropriate allocation of resources, and to ensure that the BLM planning/NEPA base is appropriately updated in relationship to new congressional, judicial, and policy mandates and changing resource conditions on the public lands.

This Management Plan will establish management direction for the National Monument and will create a framework for future planning and decision-making. The scope is necessarily broad, since it is a general framework document that will guide the overall management of activities within the National Monument, as well as the protection and use of National Monument resources.

It is anticipated that this Management Plan will be amended or updated via plan maintenance once ongoing multi-jurisdictional trails planning (as part of the CVMSHCP) is completed and once the San Bernardino National Forest Plan Revision is completed. Subsequent and more detailed planning will focus on specific resource management issues and implementation of management direction set forth in the National Monument Management Plan. Further National Environmental Policy Act (NEPA) documents will be written to address and implement decisions from this Management Plan that are not fully defined and/or analyzed (e.g., vegetation management and prescribed fire treatments). In each subsequent activity plan and NEPA document, the BLM and the Forest Service will explain how the proposed activities would contribute to the goals established through the National Monument Plan. At that time the BLM and the Forest Service will conduct all surveys and clearances necessary to implement the plan. Some activities such as road maintenance, decommissioning, or improvements may be implemented without further planning as the detail and analysis from this Management Plan may be adequate. Implementation of these activities may occur once required surveys are completed and a determination of NEPA adequacy is fulfilled.

1.C.2. The Scoping Process

The scoping process for the Santa Rosa and San Jacinto Mountains National Monument Management Plan began on March 14, 2002 with the publication of the Notice of Intent (NOI) in the *Federal Register*, which notified the public of the intent to develop a management plan for BLM and Forest Service lands within the National Monument. The NOI also solicited public comments.

In April of 2002, a News Release was mailed to 450 recipients, representing individuals, special interest groups, organizations, Federal, local and State officials to interested parties about upcoming public scoping meetings for the National Monument.

Newspaper advertisements, a press release, and a 30 second cable television spot narrated by John Walsh of “America’s Most Wanted” television series notified the public of the planning project, announced the five public scoping meetings, requested public comments and provided mailing list contact information.

In the spring of 2002, public scoping meetings were held throughout the Coachella Valley (Indio, 02 May; Palm Springs, 04 May, Palm Desert, 15 May) and in the mountain communities (Idyllwild, 24 April; Pinyon, 07 May). Meeting dates and times were selected to ensure members of the public had both weekday evening and weekend afternoon opportunities to attend a meeting. All meetings were designed to provide information and to capture public comments. Further details about the scoping process are provided in Chapter 5 of this Management Plan.

In Fall 2001, a Monument Advisory Committee was established according to guidelines set forth in the National Monument Act of 2000 (Appendix A). The Monument Advisory Committee was established to provide recommendations to the Secretary of Agriculture and the Secretary of Interior regarding development and implementation of the National Monument Management Plan. The Monument Advisory Committee reviewed the Public Meeting Scoping Report and provided input regarding a number of issue areas raised through the scoping (Appendix B.)

A website [http://www.ca.blm.gov/palmsprings/santa_rosa_national_monument.html] was created to provide general information about the National Monument. The site contains a proposed timeline for the completion of the National Monument Management Plan and other information about the Plan, a copy of the Legislation creating the National Monument, commonly asked questions about the National Monument, and a listing of the Monument Advisory Committee members and dates for upcoming meetings. The internet site provided another location for posting the Notice of Intent to begin planning for the National Monument as well as the dates, locations and times for the five public scoping meetings. The Public Meeting Scoping Report is posted on the website. The website will continue to provide information about the National Monument throughout the planning process.

1.C.3. What’s Next in the Planning Process?

Availability of this Draft Management Plan/Draft Environmental Impact Statement (DEIS) was announced in the Federal Register and in local media. Publication of the Notice of Availability opens a 90-day comment period for this Draft Plan. Comments will be accepted in written format by letter, fax or email (ca_srsj_nm@ca.blm.gov) or verbally at future public meetings. During this period, public meetings will be held at locations and times to be announced by a future letter, on the National Monument website (www.ca.blm.gov/palmsprings) and in local media.

After analysis and consideration of public comments on the Draft Management Plan/DEIS, the National Monument Proposed Management Plan/Final Environmental Impact Statement is expected to be released in the fall of 2003. The Approved National

Monument Management Plan/Record of Decision (ROD) is expected to be completed by October 24, 2003.

1.D. Planning Criteria

BLM planning regulations will be used to develop this Management Plan, as outlined in the Memorandum of Understanding between Forest Service and BLM (Appendix J). In addition to planning requirements of Federal Land Policy and Management Act of 1976 (FLPMA), BLM planning regulations (43 CFR 1610) require that planning criteria to be identified to guide the development of all management plans. Planning criteria ensure that plans address pertinent issues and unnecessary data collection and analysis are avoided. Planning criteria are based on applicable laws, agency guidance, public comments, and coordination with other Federal, State and local governments, and Native American tribes. The planning criteria used in developing the Santa Rosa and San Jacinto Mountains National Monument Management Plan are as follows:

1.D.1. Planning Criteria from the National Monument Legislation

In addition to the standard suite of laws, regulations, Executive Orders, and BLM and Forest Service Manuals and policies which guide all BLM and Forest Service planning efforts, the following criteria were specifically established through the National Monument Act of 2000 to guide development of the National Monument Management Plan. A complete version of the legislation can be found in Appendix A.

- a. The Plan will be cooperatively written between the BLM and the Forest Service and one combined plan will include management guidance to both Federal agencies. For the planning process, the BLM Planning Regulations will be applied to both BLM and Forest Service lands within the National Monument. The Plan will be completed in compliance with applicable laws.
- b. The Plan will establish the guidance upon which the BLM and the Forest Service will rely in managing the National Monument.
- c. The National Monument Planning Team will work cooperatively with the State of California, Tribal governments, County and municipal governments, other Federal agencies, and all other interested groups, agencies and individuals, and will provide the framework for entering into special agreements and issuing special use permits for the purposes of management, interpretation, research and education regarding resources of the National Monument.
- d. The Plan will emphasize the resources that the National Monument legislation identified for protection and preservation. It will also identify opportunities and priorities for research and monitoring related to the key resource values for which the National Monument was created.
- e. The Plan will recognize valid existing rights within the National Monument. The Plan will also outline the process the Bureau of Land Management and the Forest Service will use to address applications or notices filed after the completion of the Plan on land use authorizations.
- f. The Plan will recognize the State's responsibility to manage hunting and fishing within the National Monument.
- g. The Plan will address transportation and access, as appropriate to protect resources and manage visitation, including motorized vehicle use on approved routes.

- h. The Plan will address the need for providing adequate access to State and private lands.
- i. The Plan will address the maintenance of roadways, jeep trails, and paths.
- j. The Plan will set forth the goals and objectives for managing recreational activities to provide for enjoyment of visitor experiences consistent with the objectives of the key resource values and will include provisions to continue to authorize the recreational use of the National Monument, including hiking, camping, mountain biking, sightseeing, horseback riding, consistent with the National Monument Act of 2000 and other applicable law.
- k. The Plan shall address need for public utility rights-of-way outside of wilderness.
- l. The Plan shall allow for administering grazing leases/permits in accordance with existing law and regulations. The National Monument designation shall not affect the Wellman Family grazing permit.
- m. The Plan will not restrict military, commercial and general aviation overflights. Commercial air tours (sightseeing) over the National Monument are prohibited, unless such operation was conducted prior to February 16, 2000.
- n. The Plan shall address the criteria to be used in acquiring land or easements within the National Monument.
- o. The Plan shall continue to provide for the exchange of lands between the BLM and the Agua Caliente Band of Cahuilla Indians.
- p. The Plan shall document the National Monument Advisory Committee's role in advising the Secretary of the Interior and the Secretary of Agriculture with respect to the preparation and implementation of the National Monument Management Plan.
- q. The Plan shall be in compliance with management of designated Wilderness areas, which remain subject to the Wilderness Act (Clarifying Amendments, Public Law 106-434; Nov. 6, 2000).

1.D.2. Planning Criteria according to BLM and Forest Service Planning Guidance, Laws, Regulations and Policies

There is a broad range of Federal laws, regulations, and policies guiding development of this Management Plan, including, but not limited to:

- Federal Land Policy and Management Act of 1976
- The Multiple-Use Sustained-Yield Act of June 12, 1960
- The Forest and Rangeland Renewable Resources Planning Act of August 17, 1974
- The National Forest Management Act of October 22, 1976
- Code of Federal Regulations (CFR) Title 7 (Agriculture); Title 16 (Conservation); Title 29 (Labor); and Title 43 (Public Lands).
- CFR Title 43 (1610) (BLM's planning guidance and regulations); BLM Manual 1601
- National Environmental Policy Act of 1969 and Title 40 CFR Part 1500
- Endangered Species Act of 1973, as amended
- Wilderness Act of 1964
- California Desert Protection Act of 1994
- Clean Water Act and Clean Air Act

- National Historic Preservation Act
- Native American Consultation per Executive Orders 12866, 13084 et al.,
- Protocol Agreement (1998) with State Historic Preservation Office,
- The President's National Energy Policy (Executive Order 13212)
- Other applicable laws, regulations, and policies.

Laws authorizing management activities of BLM

The Federal Land Policy and Management Act of 1976 (FLPMA) establishes the authority and provides guidance for how the public lands are to be managed by the BLM. In managing public lands on the basis of multiple use and sustained yield, FLPMA requires that the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archeological values be protected. Nothing in the proposed plan shall have the effect of terminating any validly issued right-of-way, or customary operation, maintenance, repair and replacement activities in existing right-of-ways on BLM lands.

Laws authorizing management activities of the Forest Service

The Forest Service administers and manages the National Forest System lands in accordance with the Multiple-Use Sustained-Yield Act of June 12, 1960; The Forest and Rangeland Renewable Resources Planning Act of August 17, 1974; and the National Forest Management Act of October 22, 1976. Nothing in the proposed plan shall have the effect of terminating any validly issued right-of-way, or customary operation, maintenance, repair and replacement activities in existing right-of-ways on Forest Service lands.

National Environmental Policy Act of 1969 (NEPA)

This legislation established a national policy to maintain conditions under which man and nature can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations of Americans. NEPA established the Council on Environmental Quality to coordinate environmental matters at the Federal level and advise the President on such matters. The law requires all Federal actions and could have significant impact on the environment be subject to review by Federal, Tribal, State and local environmental authorities, as well as affected parties and interested citizens.

Endangered Species Act (ESA)

Management activities on private and public lands are subject to the Federal Endangered Species Act of 1973, as amended (ESA). The ESA directs project proponents, or government agencies, as appropriate, to consult with the United States Fish and Wildlife Service (USFWS) and/or National Marine fisheries Service (NMFS) to address the effects of management activities on threatened and endangered species and designated critical habitat. Consultation leads to the issuance of a Biological Opinion and may result in issuance of a Section 10(a) permit (for non-federal actions) or a Section 7 permit (for Federal actions) permit by the USFWS and/or NMFS.

Since the approval of the CDCA Plan and the San Bernardino National Forest Service LRMP, BLM and Forest Service have consulted with USFWS on numerous programs and projects that may have affected listed species under ESA. The biological opinions issued under those consultations would continue to be applicable in the planning area unless superceded by new biological opinions. A Biological Assessment will be prepared

for the actions proposed through this Management Plan.

National Historic Preservation Act (NHPA)

The National Historic Preservation Act is the primary Federal law providing for the protection and preservation of cultural resources. NHPA established the National Register of Historic Places, the Advisory Council on Historic Preservation, and the State Historic Preservation Officers.

President's National Energy Policy

As outlined in Executive Order 13212 of May 2001, agencies shall take appropriate actions, to the extent consistent with applicable law to expedite projects that will increase the production, transmission, or conservation of energy. Agencies are required to identify in their land use plans areas with high potential for energy development, high mineral value, and areas necessary for energy-related infrastructure. In accordance with this Executive Order, agencies must take into consideration the impacts of proposed actions on energy development, production, supply and/or distribution.

1.E. Relationship to Other Plans and Issues/ Issues Not Analyzed in this Management Plan

1.E.1. Relationship to Other Plans and Issues

In addition to the planning criteria presented above, further guidance for the development of the National Monument Management Plan is provided by consideration of other planning efforts and the scope of issues that those efforts are addressing. So as not to address topics that other planning efforts are addressing and to further refine the scope of this Management Plan, the summary of completed and ongoing planning efforts is provided. The following Federal, State, Local, and Tribal land use plans “are germane in the development of land use plans for public lands.” [Federal Land Policy Management Act Sec. 202(c)(9)].

The National Monument was designated after the initiation of both the BLM CDCA Plan Amendment process and the Forest Service San Bernardino National Forest Plan Revision process (See Table 1-1 below). As the land within the National Monument also falls within the planning areas of the CDCA and the Forest Service Plan Revision, planning issues remaining to be addressed within the National Monument are limited in scope. The National Monument Plan tiers to the recently amended CDCA Plan Amendment and the existing San Bernardino National Forest Plan (1989) and will incorporate by reference the land use level decisions brought forward by these planning efforts. Once future efforts are completed, these additional guiding actions will be included in the National Monument Plan through plan maintenance.

The San Bernardino National Forest Land and Resource Management Plan (SBNF LRMP)(1989) and the Forest Plan Revision (in progress) for the San Bernardino National Forest

All actions approved in the National Monument Plan must be in conformance with the approved plan for the San Bernardino National Forest (1989, as amended). Forest Service land and resource management plans establish land use allocations similar to a city's General Plan. The National Monument Plan will be a strategic and operational plan from a Forest Service perspective. Land use allocation alternatives for Forest Service-managed lands within the boundary of the National Monument were discussed at public meetings held in conjunction with the Forest Service planning process. Because the San

Bernardino National Forest Plan Revision will not be completed at the time of publication of the National Monument Plan, actions proposed through the National Monument Management Plan on National Forest Service lands within the National Monument must be consistent with the existing land use plan published in 1989 and where no actions are proposed the existing land use plan guidance applies (Appendix D). Future Amendments and Plan Maintenance to the National Monument Management Plan will incorporate by reference any future revisions to the San Bernardino Management Plan.

Issues being addressed through the Forest Plan Revision (in progress, estimated public draft due Fall 2003)

- General zoning for recreation use. Potential Recreation Opportunity Spectrum designations include primitive, semi-primitive non-motorized, semi-primitive motorized, roaded natural, and rural.
- Management strategies for threatened and endangered species, including bighorn sheep.
- Strategic direction regarding the management for motorized and non-motorized recreation opportunities.
- Recommendations to Congress regarding public request for designation of Palm Canyon as a Wild and Scenic River and additional wilderness designations near Pyramid Peak/Palm Canyon area.

BLM's California Desert Conservation Area Plan Amendment (CDCA) for the Coachella Valley

The *California Desert Conservation Area Plan* (CDCA Plan, 1980, as amended) provides land use plan guidance for the entire California Desert Conservation Area. The CDCA Plan has undergone numerous minor amendments over the past 20 years, and is currently undergoing major amendments. The Coachella Valley portion of the CDCA was most recently amended in December 2002. All CDCA Plan land use allocations pertaining to lands within the National Monument shall be brought forward into the National Monument Plan. A list of the actions that are brought forward is provided below and a summary of these actions is provided in Appendix C.

Issues brought forward to the National Monument through recent BLM CDCA Plan Amendment (completed December 2002)

- Wild and Scenic River eligibility
- Visual Resource Management (VRM) objectives
- Multiple-use classification
- Regional land health standards, Air quality management prescriptions, and Habitat conservation objectives
- Fire management categories and responses
- Land exchange, sale and acquisition criteria
- Communication sites and utilities development
- Wild horse and burro management and grazing management
- Motorized-vehicle area designations
- Motorized-vehicle route designations, including Dunn Road
- Stopping, parking and vehicle camping restrictions
- Recovery strategy for Peninsular Ranges bighorn sheep

Coachella Valley Multiple Species Habitat Conservation Plan (CVMSHCP)/ Natural Community Conservation Plan (NCCP)

The National Monument plan shall be consistent with the approved Coachella Valley

Multiple Species Habitat Conservation Area Plan (CVMSHCP) to the legal extent feasible. To ensure consistency with the CVMSHCP, BLM has amended its own California Desert Conservation Area (CDCA) Plan. Any actions BLM commits to for the CVMSHCP Implementing Agreement must be in conformance with the CDCA Plan (1980, as amended).

In 1996, the BLM signed a Memorandum of Understanding along with nine Coachella Valley cities, Riverside County, state and other Federal agencies to initiate preparation of the CVMSHCP. The purpose of the CVMSHCP is to utilize a landscape-based approach to provide for the long-term conservation of multiple sensitive species and their habitats, while streamlining “take” permitting processes. While the CVMSHCP process is primarily geared towards resolving private and city-county planning issues, Federal participation is often necessary to achieve landscape-level species protection for the planning area within Federal ownership.

Santa Rosa and San Jacinto Mountains Trails Management Plan.

As part of the CVMSHCP, a trails management plan for the Santa Rosa and San Jacinto Mountains is being proposed. Trails management that is coordinated across jurisdictions will be far more effective in both supporting recovery of bighorn sheep populations and providing recreation opportunities for the public. The BLM included the draft trails management plan alternatives for the Santa Rosa and San Jacinto Mountains in the June 2002 publication of the Draft Coachella Valley CDCA Plan Amendment /DEIS in order to: (1) benchmark progress made to date through consultations with the local jurisdictions and wildlife agencies, and (2) to provide the public a clear indication of the range of alternatives being evaluated given the level of interest and involvement in this component of the sheep recovery strategy.

A trails plan for the Santa Rosa and San Jacinto Mountains will be available for public review through the CVMSHCP process (in progress). As of the publication of this Draft National Monument Management Plan, the CVMSHCP had not yet been completed. Actions proposed through the trails plan will address seasonal trail use within the National Monument and adaptive management strategies.

Issues being addressed through the CVMSHCP/Trails Plan for the Santa Rosa and San Jacinto Mountains (Estimated Public Draft Summer 2003)

- a. Trail use (Non-motorized trail access: hiking, mountain biking, horseback riding)
- b. Cross-country travel
- c. Camping
- d. Dogs in Peninsular Ranges bighorn sheep habitat
- e. New trail development
- f. Trail rerouting
- g. Trail decommissioning and removal
- h. Murray Hill Facilities
- i. Adaptive Management process based on biological resource monitoring information

PLAN NAME	ISSUES ADDRESSED	STATUS
Forest Service Existing San Bernardino National Forest Plan	Chaparral and related vegetation objectives Recreation Zones, Fire Management and Fuelwood, Land Use Coordination, Minerals Range and Grazing, Riparian habitat Special Areas, Transportation Visual Quality, Water quality and Quantity, Wilderness allocations, Wildlife and fish habitat	Completed 1989
San Bernardino National Forest Plan Revision	The Forest Plan Revision is revising actions related to the issues listed above, with a focus on: <ul style="list-style-type: none"> ▪ Wild and Scenic River eligibility, ▪ General zoning for recreation use. ▪ Scenic Resource Objectives ▪ Threatened/ endangered species management, bighorn sheep. and additional wilderness designations ▪ Motorized opportunity strategic direction and non-motorized recreation opportunities. ▪ Standards and Guidelines for land health and habitat management, Air quality management prescriptions ▪ Potential Recreation Opportunity Spectrum designations include primitive, semi-primitive non-motorized, semi-primitive motorized, roaded natural, rural. 	Estimated Draft Fall 2003
BLM California Desert Conservation Area Plan Amendment	<ul style="list-style-type: none"> ▪ Wild and Scenic River eligibility ▪ Scenic Resource Objectives - Visual Resource Management (VRM) objectives ▪ Threatened/endangered species management, including a recovery strategy for Peninsular Ranges bighorn sheep ▪ General zoning for use = Multiple-use classification ▪ Motorized-vehicle area designations ▪ Motorized-vehicle route designations, including Dunn Road ▪ Regional land health standards, Air quality management prescriptions, and Habitat conservation objectives ▪ Fire management categories and responses ▪ Land exchange, sale and acquisition criteria ▪ Communication sites and utilities development ▪ Wild horse and burro management and grazing management ▪ Stopping, parking and vehicle camping restrictions 	Amended December 2002
Coachella Valley Multiple Species Habitat Conservation Plan/ NCCP//Trails Plan	<ul style="list-style-type: none"> ▪ Trail Use in Santa Rosa and San Jacinto Mountains, with a focus on Peninsular Ranges bighorn sheep habitat ▪ The process for implementing adaptive management based on biological resource monitoring information 	In Progress, estimated Draft Summer 2003

California Department of Fish and Game (CDFG) and Bureau of Land Management's (BLM) Santa Rosa Mountains Wildlife Habitat Management Plan (1980): A Sikes Act Project

This Plan was jointly prepared and approved by the BLM and the State of California Resources Agency, Department of Fish and Game in 1980. It described shared wildlife and habitat management objectives, as well as actions to implement those objectives. The California Department of Fish and Game Commission listed bighorn sheep in the Peninsular Ranges as "rare" in 1971 and changed that to "threatened" in 1984 under the California Endangered Species Act. In addition, bighorn sheep in the Peninsular Ranges are a fully protected species under California State Law. Much of the Sikes Act Plan has been completed, has been affected by changes in law or conditions on the ground, or will need to be updated to ensure consistency with amendments to the CDCA Plan and recent designation of the Santa Rosa and San Jacinto Mountains National Monument. **No Revisions to this Plan are proposed in the near future.**

The Recovery Plan for the Peninsular Ranges Bighorn Sheep

The Peninsular Ranges population of bighorn sheep (PRBS; *Ovis canadensis nelsoni*) was listed as federally endangered in 1998. In October of 2000, the USFWS completed the *Peninsular Ranges Bighorn Sheep Recovery Plan* which recommends actions to recover and protect this listed species. In February 2001, the USFWS designated critical habitat for the PRBS. Through the trails management plan element of the CVMSHCP, a range of alternatives will be considered that represents different approaches to trails management recommendations expressed in the Recovery Plan. This plan has relevance to the National Monument Management Plan because 187,685 acres of Essential Peninsular Ranges bighorn sheep habitat occurs within the National Monument. **The Recovery Plan identified trails and areas with potential conflicts that should be addressed in an interagency trails management plan and provided guidance for PRBS management.**

Agua Caliente Tribal Habitat Conservation Plan (HCP)

The Tribal HCP establishes (1) a Mountains and Canyons Conservation area (MCCA) in which (a) certain lands will be dedicated to the Habitat Preserve, and (b) general and species-specific conservation measures will be imposed on Covered Projects and /or implemented by the Tribe, and (2) a Valley Floor Conservation Area (VFCA) from which (a) funding will generally be required for acquisition and management of additional Habitat Preserve lands, and (b) additional conservation program includes avoidance and minimization measures, assurances for establishment of the Habitat Preserve, adaptive management and monitoring, implementation and funding, amendment procedures and conditions for changed and unforeseen circumstances. Because Agua Caliente managed lands fall within the bounds of the National Monument and because collaboration with the Tribe is specifically outlined through National Monument legislation, actions proposed within this National Monument Management Plan would be consistent with the Tribal HCP to the legal extent feasible.

Issues from the Agua Caliente Tribal Habitat Conservation Plan that the National Monument Management Plan would be consistent with (to the legal extent feasible)(Tribal HCP completed 2002)

- Reservation lands will be used for spiritual and physical sustenance as well as self-sufficiency.
- The Tribe will balance the need for economic development and self sufficiency with the needs of wildlife and plant species, with special

emphasis on Federally protected and Tribally-identified sensitive species.

- Reservation lands designated for preservation by the Tribe will continue to provide open space and wildlife habitat for a number of Federally protected and Tribally-identified sensitive species.
- The Tribe will assist and encourage the recovery of listed species and will proactively implement conservation measures for those species not yet listed to avoid the need for future listings.
- The Tribe will continue to comply with all applicable Federal laws, including such statutes as the Clean Water Act, Migratory Bird Treaty Act, and Federal Land Policy Act.

General Plans developed by the State of California, Municipalities and Riverside County, Mount San Jacinto Winter Park Authority, Agua Band of Cahuilla Indians (Indian Canyon General Plan)

To the extent legally feasible, the National Monument Plan shall be consistent with the approved plan for each jurisdiction that falls within the bounds of the National Monument (43 CFR 1610.3-2), including General Plans developed by Mt. San Jacinto State Park, Anza Borrego Desert State Park, local municipalities and Riverside County, Mount San Jacinto Winter Park Authority Plans and the Indian Canyons General Plan developed by the Agua Caliente Band of Cahuilla Indians. **To the extent legally feasible, the National Monument Plan shall be consistent with the approved plan for each jurisdiction that falls within the bounds of the National Monument.**

1.E.2 Issues Considered but not further analyzed in this Management Plan

The issues brought forward through meetings and letters were much broader than this Draft National Monument Management Plan/Draft Environmental Impact Statement (DEIS) addresses. There were management alternatives suggested during scoping which were eliminated from detailed analysis because they were not deemed reasonable given the legislative requirements and guidance, they are being addressed through other planning processes (as described above in and in Table 1-1), or for other reasons. A listing of issues not addressed followed by issues that this plan will address is provided below.

- a. Establishment of trail use prescriptions.
No trail use prescriptions were included in this plan because of the concurrent, intensive multi-jurisdictional trails planning effort of the Coachella Valley Multiple Species Habitat Conservation Plan.
- b. Road designations, including Dunn Road.
No route designations on BLM lands were reevaluated because the most recent BLM Amendment to the existing land use plan addressed the issue and Forest Service has not yet completed the Forest Plan Revision.
- c. Boundary changes.
The boundary of the National Monument was set by Congress via Public Law 106-351. Any changes to the boundary would occur outside the scope of this planning document
- d. Proposal for additional Wilderness.
A proposal for additional Wilderness within the central portion of the National Monument was received during scoping. The majority of the proposal occurred on Forest Service portions of the National Monument. The Forest Service is inventorying the same sections of land through the

Forest Plan Revision (in progress). Wilderness inventory on adjacent BLM sections of land within the proposal is being deferred until the Forest Service process has been completed.

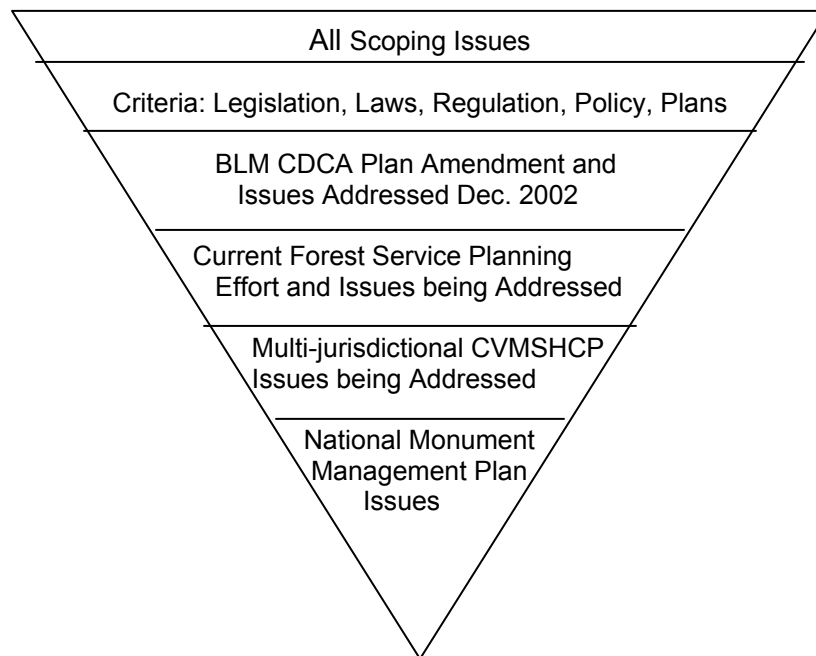
- e. Allow no management intervention and provide for natural processes to take their course.

Problems associated with invasive plants, increasing human population, and drought conditions require the proposal of management techniques for the BLM and Forest Service to protect and preserve the values the National Monument was established to protect

1.F. Issues Addressed in this National Monument Plan as Strategies and Alternatives in Chapter 2

After applying the planning criteria provided above to the types of issues brought forward during scoping, and taking into consideration recently completed plans, plans in progress, and existing plans that provide guidance, a set of issues that this National Monument Management Plan will address was developed.

The following figure represents the process of developing the suite of issues that this Management Plan will address:



The following listing of issues reflects the scope of planning decisions that this Management Plan will address through strategies and alternatives in Chapter 2.

- a. How can we balance the protection and preservation of biological, cultural, recreational, geological, educational and scientific values while providing multiple use and enjoyment of the National Monument?
- b. How will the National Monument affect private property?
- c. What types of casual and authorized uses will continue to be allowed within the National Monument?

- d. How will increased visitor use be monitored and managed including providing safe passage for vehicles and bicycles along Highway 74?
- e. How will the National Monument Plan be adaptive in response to changing needs or status through time?
- f. How will adequate information be provided to the public, to facilitate appropriate use of the National Monument, and to foster enjoyment and understanding of the National Monument resources?
- g. How will animal and plant pests, including exotic, invasive species, non-native or noxious weeds and uncontrolled and feral dogs, be managed?
- h. How will public safety be coordinated within the National Monument?
- i. How will fire suppression and fuels management be coordinated within the National Monument?
- j. What are the criteria for land tenure adjustment (acquisition, exchange, disposal) from willing parties within the National Monument?